

UNITED STATES OF AMERICA  
POSTAL REGULATORY COMMISSION  
WASHINGTON, DC 20268-0001

Before Commissioners:

Ruth Y. Goldway, Chairman;  
Mark Acton, Vice Chairman; and  
Robert G. Taub

Competitive Product Prices  
International Business Reply Service  
Competitive Contract 3 (MC2011-21)  
Negotiated Service Agreement

Docket No. CP2015-10

ORDER APPROVING ADDITIONAL INTERNATIONAL BUSINESS REPLY SERVICE  
COMPETITIVE CONTRACT 3 NEGOTIATED SERVICE AGREEMENT

(Issued November 24, 2014)

I. INTRODUCTION

The Postal Service seeks to include an additional International Business Reply Service Competitive Contract 3 (IBRS 3) agreement (Agreement) within the IBRS 3 product.<sup>1</sup> For the reasons discussed below, the Commission approves the Postal Service's request.

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<sup>1</sup> Notice of the United States Postal Service of Filing a Functionally Equivalent International Business Reply Service Negotiated Service Competitive Contract 3 Negotiated Service Agreement, November 12, 2014 (Notice).

## II. BACKGROUND

Agreements included within the International Business Reply Service (IBRS) Competitive Contract 3 product permit U.S. based businesses selling lightweight articles in foreign countries to offer their customers a convenient method of returning the articles to the United States for recycling, refurbishment, repair, or other value-added processing. The businesses supply postage-prepaid IBRS packaging to their foreign customers to return the used or defective articles. Pursuant to an IBRS Competitive Contract 3 agreement, the businesses pay the Postal Service a negotiated price for each returned article.

On November 12, 2014, in accordance with 39 C.F.R. § 3015.5, the Postal Service filed its Notice, along with supporting documents. In the Notice, the Postal Service asserts that the Agreement is functionally equivalent to the baseline agreement for the IBRS 3 product and requests that the Agreement be added to the existing IBRS 3 product. Notice at 3. Among the supporting documents, the Postal Service included a copy of the Governors' Decision authorizing the IBRS 3 product, the Agreement proposed to be added to the product, a certification of compliance with 39 U.S.C. § 3633(a), and financial workpapers. In addition, the Postal Service submitted an application for non-public treatment of materials requesting that redacted portions of the Agreement, customer-identifying information, and related financial information remain under seal. *Id.* Attachment 4.

In Order No. 2248, the Commission provided public notice of the Postal Service's filing; established the instant docket for consideration of the filing's consistency with applicable statutory policies and Commission regulations; appointed a Public Representative; and provided an opportunity to comment.<sup>2</sup>

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<sup>2</sup> Notice and Order Concerning Additional International Business Reply Service Negotiated Service Agreement, November 13, 2014 (Order No. 2248).

### III. COMMENTS

The Public Representative filed comments on November 24, 2014.<sup>3</sup> No other comments were received.

Based upon a review of the Postal Service's filing, including the information filed under seal with the Commission, the Public Representative concludes that the Agreement is functionally equivalent to the baseline agreement. PR Comments at 2. She also concludes that the negotiated prices of the Agreement should generate sufficient revenues to cover costs and satisfy the requirements of 39 U.S.C. § 3633. *Id.*

### IV. COMMISSION ANALYSIS

The Commission's responsibilities in this case are to ensure that the Agreement: (1) is functionally equivalent to the baseline agreement established for the IBRS 3 product; and (2) satisfies the requirements of 39 U.S.C. § 3633 and applicable Commission rules (39 C.F.R. §§ 3015.5 and 3015.7).

*Functional equivalence.* In Order No. 684, the Commission added IBRS Competitive Contract 3 to the competitive product list and designated an agreement as the baseline agreement for assessing the functional equivalence of agreements proposed for inclusion within the IBRS Competitive Contract 3 product.<sup>4</sup>

The Postal Service asserts that its filing demonstrates that the Agreement is functionally equivalent to the baseline agreement, and requests that the Agreement be included within the IBRS 3 product. Notice at 3. It asserts that the Agreement fits within the draft Mail Classification Schedule language for the IBRS 3 product. *Id.* The Postal Service also asserts that the Agreement and the baseline agreement possess similar

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<sup>3</sup> Public Representative Comments on the Postal Service Notice to File an Additional International Business Reply Service Competitive Contract 3 Negotiated Service Agreement, November 24, 2014 (PR Comments). The Public Representative also filed a motion for late acceptance of her comments. Motion of the Public Representative for Late Acceptance of Comments, November 24, 2014 (Motion). The Motion is granted.

<sup>4</sup> See Docket Nos. MC2011-21 and CP2011-59, Order Approving International Business Reply Service Competitive Contract 3 Negotiated Service Agreement, February 28, 2011, at 6 (Order No. 684).

cost and market characteristics and the same functional terms, but states that prices may differ. *Id.* at 4. The Postal Service identifies numerous differences between the Agreement and the baseline agreement, but asserts that these differences do not affect the fundamental service being offered or the fundamental structure of the Agreement.<sup>5</sup>

The Commission has reviewed the Postal Service's reasons for asserting that the Agreement shares similar cost and market characteristics with the baseline agreement; meets the pricing formula and falls within the classification established in the Governors' Decision authorizing this product; and comports with 39 U.S.C. § 3633 and applicable Commission rules. It also has considered the Public Representative's comments. The Commission concludes that the Agreement is substantially similar to the baseline agreement and that the differences between them do not fundamentally alter either the service the Postal Service will provide under the Agreement or the structure of the Agreement. The Commission therefore finds that the Agreement may be included within the IBRS 3 product.

*Cost considerations.* The Commission reviews each competitive product to ensure that it covers its attributable costs, does not cause market dominant products to subsidize competitive products as a whole, and contributes to the Postal Service's institutional costs. 39 U.S.C. § 3633(a); 39 C.F.R. §§ 3015.5 and 3015.7. As long as the revenue generated by a product exceeds its attributable costs, the product is unlikely to reduce the contribution of competitive products as a whole or to adversely affect the ability of competitive products as a whole to contribute an appropriate share of institutional costs. In other words, a product that covers its attributable costs is likely to comply with 39 U.S.C. § 3633(a).

The Commission has reviewed the Postal Service's filing, including supporting financial analyses provided under seal, and the Public Representative's comments. Based on this review, the Commission finds that the Agreement should cover its attributable costs. The addition of the Agreement to the IBRS 3 product will not cause

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<sup>5</sup> *Id.* at 5-6. Differences include, among others, revisions to existing articles, the deletion of an annex, and the inclusion of a new article. *Id.*

cost coverage for the product to fall below 100 percent because, as the Commission found in the FY 2013 Annual Compliance Determination (ACD), the product as a whole covers its attributable costs.<sup>6</sup> Consequently, the Commission finds that the addition of the Agreement to the IBRS 3 product should allow the product to continue to comply with 39 U.S.C. § 3633(a)(2). Because it finds that the addition of the Agreement to the IBRS 3 product should allow the product to cover its attributable costs, the Commission finds that the addition of the Agreement to the product should not result in competitive products as a whole being subsidized by market dominant products, in accordance with 39 U.S.C. § 3633(a)(1). Similarly, it finds the addition of the Agreement to the IBRS 3 product is unlikely to prevent competitive products as a whole from contributing an appropriate share of institutional costs, consistent with 39 U.S.C. § 3633(a)(3). Accordingly, a preliminary review of the Agreement indicates it is consistent with section 3633(a). The Commission will review the Agreement's cost coverage, the cost coverage of the IBRS 3 product, and the contribution of competitive products as a whole to the Postal Service's institutional costs in the ACD to ensure that they continue to comply with 39 U.S.C. § 3633(a).

*Rate changes.* The Agreement, like previous IBRS competitive agreements, includes clauses addressing cost increases and contingent pricing that allow the Postal Service flexibility to change rates without entering into a new agreement. The Commission addressed the implications of contingency pricing clauses in Order No. 178 and concluded that the Postal Service must file notice of rate changes occurring under such clauses pursuant to 39 C.F.R. § 3015.5 and provide a minimum of 15 days' notice.<sup>7</sup>

*Other considerations.* The contract is set to expire two calendar years after the effective date unless terminated sooner. Notice, Attachment 1 at 3.

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<sup>6</sup> Fiscal Year 2013 Annual Compliance Determination Report, March 27, 2014, at 86-91.

<sup>7</sup> Docket Nos. MC2009-14 and CP2009-20, Order Concerning International Business Reply Service Contract 1 Negotiated Service Agreement, February 5, 2009, at 10 (Order No. 178).

The Postal Service shall promptly notify the Commission of the effective date of the Agreement. Upon termination of the Agreement by either party, the Postal Service shall promptly inform the Commission of this development and the date of termination. In addition, within 30 days of the termination of the Agreement, the Postal Service shall file costs, volumes, and revenues associated with the Agreement, including any penalties paid, disaggregated by weight and country group.

V. ORDERING PARAGRAPHS

*It is ordered:*

1. The Agreement filed in Docket No. CP2015-10 is included within the International Business Reply Service (MC2011-21) product. The revision to the Mail Classification Schedule appears below the signature of this Order and is effective immediately.
2. The Postal Service shall promptly notify the Commission of the effective date of the Agreement.
3. The Postal Service shall promptly notify the Commission of the date of termination if the Agreement is terminated early by either party.
4. Within 30 days of the termination of the Agreement, the Postal Service shall file costs, volumes, and revenues, including any penalties paid, disaggregated by weight and country group.

By the Commission.

Shoshana M. Grove  
Secretary

## CHANGES TO THE MAIL CLASSIFICATION SCHEDULE

The following material represents a change to the Mail Classification Schedule. The Commission uses two main conventions when making changes to the Mail Classification Schedule. New text is underlined. Deleted text is struck through.

### **Part B—Competitive Products**

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#### **2500                      Negotiated Service Agreements**

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#### **2515                      Inbound International**

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#### **2515.3                    International Business Reply Service (IBRS) Competitive Contracts**

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#### **2515.3.5                Products Included in Group (Agreements)**

Each product is followed by a list of agreements included within that product.

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- International Business Reply Service Competitive Contract 3

*Baseline Reference*

Docket Nos. MC2011-21, CP2011-59

PRC Order No. 684

*Included Agreements*

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CP2015-10, expires TBD

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